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THE UNIVERSITY OF ALBERTA

CITIZEN PARTICIPATION IN THE
COMMUNITY COLLEGE

by

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A THESIS

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled, "Citizen Participation in the Community College," submitted by Sandra Pearce in partial fulfilment of the requirements for the degree of Master of Arts.

ABSTRACT

The purpose of this study is centered on the use of community development methodology to increase the participation of community citizens in the affairs of the community college.

The literature dealing with citizen participation is reviewed and the consensus appears to be that participation of citizens in helping to make decisions that affect them is beneficial--at both the individual and institutional level.

The concepts "community development" and "community college" are reviewed in the introduction, and later a model of community development is constructed. This model consists of two basic elements--process and program. The process aspect of community development consists of helping people to acquire skills, for example in communication or in working as a group, and the confidence to use these skills. The second element--program--provides ways for people to utilize these skills.

This model of community development is then applied to the concept of citizen participation in the community college as it is related in community college literature. The two elements--process and program--are dealt with separately, and various suggestions are given as to how these aspects of community development might be operationalized in a community college.

Following this, a brief overview of three Alberta colleges is given. The data which are reported come from tape recorded inter-

views with selected administrative officials at each college. The data are discussed in terms of what is happening at each college regarding citizen participation in college affairs--as seen from the point of view of the college administration.

The general observation that is drawn about all three colleges is that they appear to be doing very little in terms of the community development process, so as a result many aspects of the program element (when it exists) are correspondingly weak. The major recommendation arising from this study is that if colleges hope to meet community needs and if they wish to encourage citizen participation, then the use of some aspect of the community development process would be most advantageous.

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CHAPTER I

INTRODUCTION

THE COMMUNITY COLLEGE

The community college is a relatively new addition to the field of education in Canada. It has evolved from the growth and development of junior colleges. The term "junior college" is "generally applied to an institution offering two years of education beyond the high school level" (Fisher 1967:3).

Campbell (1971:3) points out that the origin of the junior college in Canada is somewhat obscure. The first Canadian junior college was Prince of Wales College founded in 1860 on Prince Edward Island.

In the forty years which followed, probably there were no more than six institutions offering 'college work' not leading to a degree. Whether these were designed to provide only a limited extension of education beyond high school, or were actually intended to achieve eventual degree-granting status but failed, is conjectural. In any event, the function of these schools was generally recognized as early as the 1930's. (Campbell 1971:3)

By 1958, according to the Dominion Bureau of Statistics, Canada had forty-nine junior colleges, and Jacques Fournier, executive director of the Association of Canadian Community Colleges, estimated that by 1970 there would be roughly one hundred colleges belonging to the Association (Fournier 1971:4).

The point at which a junior college becomes a community

college is when "its multiple goals reflect the needs and directions of its community" (Shaw and Cummiskey 1970:2). One of the earliest attempts to describe the community college was the United States' President's Commission on Higher Education in 1947. The report (1947:67-68) stated that

...whatever form the community college takes, its purpose is educational service to the entire community and this purpose requires a variety of functions and programs. It will provide college education for the youth of the community.... But in addition, the community college will serve as an active center of adult education. It will attempt to meet the total post-high school needs of its community.

Giles (1971:11) states,

...the true philosophy of the community college is not best expressed by the statements in its publications but by the organized freedom for human differences and individualistic development, and the ability to respond positively and quickly to needs of individuals and the community.

Gordon Campbell (1971:4) gives the following definition of a community college: "A community college, then, is a non-degree granting public or private institution, usually with extensive local citizen involvement."

Emerging from these various thoughts on the community college is the repetition of the word "community" and the suggestion that the educational offerings are tailored to respond to the needs of a given community. A further observation is that in order to respond adequately to these needs, the college requires the involvement of local citizens. Here, then, is the basic difference between community colleges and other educational institutions--the community college needs to have the involvement and participation of community members in order to function effectively. This aspect of community colleges is

the one that will be dealt with in this study.

COMMUNITY DEVELOPMENT

Just as the community college is relatively new to the educational scene, so is community development to the area of the applied social sciences.

The growth of community development in Canada has been the result of the social changes through which our society has been moving. The characteristics of these changes have been summed up by Francis Bregha (1970:30-36) as being part of an irreversible process that creates social, economic, and political inequalities. Furthermore, he states that Canada is moving into a post-industrial era which is accompanied by increasing social unrest. As numerous writers¹ have pointed out, while economically our society is completing the change-over to post-industrialism, in terms of our social and cultural values, the struggle to change is just beginning. "Growing alienation and social disintegration are the inevitable results." (Bregha 1970:31).

It has now been widely recognized that the liberation of man... springs not alone from an act of his free will but also from a joint act of a community encouraging him. (Bregha 1970:33)

Community development works from a belief in the inherent dignity of man and the conviction that all people have a right to exercise some control over their own lives. It follows from these statements, then, that community development is based on the principles

¹See for example, Alvin Toffler, Future Shock, Random House, New York, 1970, and Charles Reich, The Greening of America, Random House, New York, 1970.

of self-help and citizen participation in decision-making.

PROBLEM

The problem, then, is to bring together two disciplines--community college administration and community development. An attempt will be made to apply a community development model to one area of community college administration--the participation and involvement of community citizens in the decision-making of the college. The study is concerned with the basic question, "What can the college do to begin or increase citizen participation?"

Although this is the main question, several sub-problems are also dealt with. These sub-problems arise from the community development model which is being used (and which is developed in Chapter III) and include the following:

What are the colleges doing in terms of using a community development process?

What are the colleges doing in terms of using the program aspect of community development?

How, and in what ways, are the community members presently involved in the colleges?

Importance of the Study

Canadians are currently demanding that they play a greater role in making decisions that affect their lives, their communities, their education.² Community development is one of the methods that may

²A few examples: the clash between the Alberta Indians and the Federal Government; the increase in student participation on decision-

help to achieve this goal--particularly in relation to the community college which, as was noted earlier, is concerned with responding to the needs of its community.

Upon completion, this work should provide a reference for all those who are engaged in college work and who are interested in beginning or increasing citizen participation in their colleges. It will also provide an overview of citizen participation in Alberta colleges.

Delimitations

1. This study is being conducted from the point of view of the college administration. Therefore, the data are being collected only from college administrators.
2. The study is concerned with citizen participation in terms of the community-at-large. It does not include such specific items as faculty or student participation.
3. The literature is essentially delimited to those writings that keep within a Canadian context.
4. The actual research data deal only with three Alberta colleges.

Limitations

1. This study covers only a small number of colleges because of resource and time limitations.

making bodies at almost all Canadian universities, e.g. University of Alberta, University of Toronto, University of British Columbia, Simon Fraser University; the wave of protest caused by the Amchitka blast; the protest against the development of Village Lake Louise.

2. This study is being carried out with a recognition of the fact that the information an outsider can collect from an institution is necessarily limited.
3. The study is also limited by the perceptual frailties of those involved.

Assumptions

1. It is assumed that the subjects respond truthfully to the questions in the interview.
2. It is further assumed that the responses are interpreted correctly by the interviewer.

METHODOLOGY

Research Technique

The basic research instrument is an interview schedule (see Appendix) which has been formulated to take approximately half an hour. The interviews have been tape recorded and the resulting tapes supply the basic data.

The reasons for choosing the interview as opposed to the questionnaire are the following:³

1. the interview provides greater flexibility in eliciting

³The points which follow concerning the reasons for and against interviews, were taken from Claire Selltiz, et. al. (eds.), Research Methods in Social Relations, Holt, Rhinehart & Winston, Toronto, 1959, Ch. 7. This book was also used as a source of information for devising the interview (particularly Appendix C--Questionnaire Construction and Interview Procedure) and for general information on conducting research.

information;

2. there is generally a lower porportion of responses to a questionnaire than to an interview;
3. in an interview it is easier to assure validity of reports since the interviewer can observe both what is said as well as how it is said;
4. since there are only a limited number of respondents, the factors of expense and ease of administration (both provided by a questionnaire) have been ruled out.

There are some disadvantages in using an interview instead of a questionnaire. These include such things as:

1. a questionnaire allows the respondent much more time to consider his responses before replying, and therefore places less pressure on him for an immediate reply;
2. the anonymity of the questionnaire would, in this case, allow the respondents to feel freer to express their views;⁴
3. the questionnaire is more standardized than the interview and thus assures a greater uniformity.

In this situation, however, it was felt that the advantages of using the interview outweighed its limitations. Its greatest strengths lie in the fact that it allows a more in-depth study than the questionnaire and also, it is possible to rephrase questions to make sure they are understood and to probe the replies in order to clarify

⁴This was compensated for, to some extent, by assuring respondents of anonymity.

the respondent's meaning. Finally, since no instrument has yet been developed to test for community development and since this is a very limited study, it seemed best to use the most exhaustive technique available. These, then, are the main reasons for choosing the interview schedule as the research method to be used in this study.

Type of Interview

The type of interview that was constructed is basically a standardized interview with all respondents being asked the same questions in the same way. The questions which compose the interview have been designed as open-ended questions in order to permit the respondent to reply freely. Selltitz (1959:257) describes the interview situation as follows:

When open-ended questions are used in standardized interviews, the questions and their order are pre-determined, but the interviewer is given freedom to repeat the question if the reply is not to the point and to use at his discretion such non-directive probes as, 'Won't you tell me more? What makes you think...? Why? In what way...?' etc. The task of the interviewer is to encourage the respondent to talk freely and fully in response to the questions included in the interview schedule and to make a verbatim record of his replies. Generally, he has no freedom to raise new questions except to clarify the meaning of the subject's responses, and these must be non-directive.

This description, then, represents both the basic interview schedule and the interview situation that were used to gather the data.

Validity

In regard to validity, the interview was pre-tested on several people in the field of community development to ensure that the questions elicited responses regarding process and program.

Reliability

The following steps were taken to ensure a measure of reliability:

1. each respondent was asked the same questions;
2. the same interview situation was used for each respondent;
3. questions were repeated or rephrased to ensure the respondent understood what was being asked;
4. non-directive probes (e.g. Why?) were used to encourage the respondents to elaborate on their replies;
5. to ensure that the responses were being interpreted correctly, the replies were rephrased and repeated to the respondent (e.g. Do you mean...?).

Respondents

It was decided to conduct interviews with administrators at three different colleges which represent three different geographic types found in Alberta. The colleges, as defined by location within a population base and nearness to a university, are of the following types:

- (a) those located in a rural area without a university
- (b) those located in a small city without a university
- (c) those located in a large city with a university.

While each classification contains a number of colleges, three representatives were arbitrarily chosen for ease of access--those which were closest to the Edmonton area. Because anonymity was guaranteed, the colleges which represent the three geographical types are designated as:

- (a) College (1)
- (b) College (2)
- (c) College (3).

Interviews were conducted with administrative officials from each of the three colleges. This, of course, presents a biased view of each college in terms of its relationships with the community. As pointed out in the Delimitations, however, this study is being conducted from the point of view of the college administration.

In the interests of collecting as much information as possible, it was decided that the following officials from each college be interviewed:

- (a) The President
- (b) The Chairman of the Board of Governors
- (c) The Director of Community Services.

Although the designated titles vary, each college has, with some variation, all three positions.⁵ It was felt that, because the holder of each position has different responsibilities and different areas of power, that a more complete picture of each college could be obtained than by interviewing only one administrator.

⁵College (1), for example, does not have a Board of Governors. Therefore, the Director of the Agricultural and Vocational Colleges of Alberta was interviewed in lieu of the Chairman of the Board.

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CHAPTER II

REVIEW OF THE LITERATURE:

CITIZEN PARTICIPATION

This study is concerned with citizen participation in the community college. This chapter deals with the concept of citizen participation as reported in the literature.

ABSENCE OF LITERATURE

While there is very little literature on citizen participation available, a brief review of several of the most relevant pieces will provide background and a conceptual base for the description of a community development model and its subsequent application to the community college.

The paucity of literature on the subject of citizen participation has been mentioned by Hans Spiegel and Stephen Mittenhal (1968:3). They explain it in this way:

Every effort to reduce its protean-body of thought is resisted by inherent dilemmas--contradictions between myth and reality and even between different sets of observable social phenomena. Citizen participation virtually defies generalization and delights in reducing abstractions to dust.

One of the main reasons for this phenomena is "the absence of a sizeable-enough body of empirical evidence from which to draw meaningful inferences and conclusions"(Spiegel and Mittenhal 1968:3). Furthermore, the application of any type of scientific method to

citizen participation is extremely difficult because many of its precepts are relative and non-objective. Finally, because there is no discipline which is specifically labelled "Citizen Participation" the subject has "become the scholastic province of a number of professional disciplines, each seeking to place the phenomenon under its rubric" (Spiegel and Mittenhal 1968:4).

It has already been mentioned (Delimitations) that an attempt is being made in this study to deal only with the Canadian scene. Fortunately, a recently published book by James A. Draper¹ gives a thorough overview of the present state of citizen participation in Canada. Other than this volume, which is the most comprehensive to date, little Canadian material exists. Since this is the case, references from other sources must be considered. Therefore, several British and American publications will also be included in this review.

DEMOCRACY AND PARTICIPATION

Citizen participation, the slogan of the seventies, is an expression of voluntary involvement. It is the core of democracy, necessary in all fields, at local and national levels, in planning the physical environment, in social and economic progress and in the education of our children. (Thomas 1970:5)

It has been generally assumed that citizen participation is "the core of democracy" and one of its main strengths. The practical aspects of this assumption, though, are beginning to be questioned

¹James A. Draper, Citizen Participation: Canada, New Press, Toronto, 1971.

by growing numbers of people.

McEwan (1971:12) states that a nation-wide concern has been developing in Canada at the failure of governments and voluntary agencies to meet the basic needs of Canadians (e.g. pollution, unemployment).

It would appear that the overall aim of the current movement for change is to insure that all Canadians of all ages and economic brackets are knowledgeable of the democratic process and motivated to use it to guarantee that all levels of government, industries, and public and private institutions are indeed true reflections of the desires and aspirations of the people and accountable to them.

This general unrest in Canada is not a localized problem. In Britain, too, there is a feeling that the evolution of representative government must enter a new phase.

There is a growing demand by many groups for more opportunities to contribute and for more say in the working out of policies which affect people not merely at election time, but, continuously as proposals are being hammered out and, certainly, as they are being implemented. Life, so the argument runs, is becoming more and more complex, and one cannot leave all the problems to one's representatives. They need some help in reaching decisions, and opportunities should be provided for all those involved. (People and Planning 1969: 3)

Bert and Kaye Deveau (1971: 103) feel that the problem which presently exists in Canadian democracy is "the absence of freedom coupled with the potential for freedom". It is their contention that community development, by helping citizens to become more responsible and more effective in their decision-making, is one way to bring about the democratic process.

In the midst of this general push for participation, it is necessary to keep in mind, that although the terminology with which the various aspects of participation are labelled is new, the concepts are as old as democracy itself (Kidd 1971:139).

It is a cardinal principle that citizens of a community ought to have the opportunity, and perhaps the obligation, to give something back to that community, through responsible community involvement. (Kidd 1971:139)

The literature that has been cited here, then, suggests that citizen participation has a definite place within a democracy. However, James Draper (1971:12) points out that there are some difficulties involved:

The implementation of these ideas is not without problems and challenges.... The challenge is to be innovative in the democratic and planning process, so that desirable social change may be accomplished and the spirit of community participation strengthened.

INSTITUTIONS AND CITIZEN PARTICIPATION

Some authors feel that our institutions (the government, private and public corporations) have been moving further and further away from the democratic ideal of participation. More and more we see the development of hierarchical forms of centralized decision-making.² The concern of citizens at thus being excluded is very real. Dale Shuttleworth (1971:315) reflects these concerns in the following statement:

I cannot help but be appalled by the state of under-

²For further discussion of this point see R.L. Warren, Truth, Love, and Social Change, Rand and McNally, Chicago, 1971, pp.88-89.

development of our resources, both human and physical. Too often, this condition is being reinforced by the very agencies and institutions that society depends upon for leadership. The fact that many of these organizations have become focalized around a hierarchy that excludes the people from the decision-making process has contributed to the problem rather than alleviating it.

...The democratization of society cannot be accomplished simply by legislation. We can only learn by doing. The community must regain control of its institutions and make them accountable to the needs of the people.

Several discussion groups at the British National Conference on Social Welfare went so far as to suggest that citizen participation has become merely a cliché. They felt that promises of participation would raise expectations and that if these expectations were not fulfilled, the result would be a "lack of confidence in democratic society and a breakdown in the operation of its structure" (Participation in Community Life 1970:59).

However, as Draper (1971:199) has noted, one of the most important trends in Canada recently has been the widespread attempts of various types of institutions to reach out and develop closer relationships with their communities.

Cahn and Cahn (1968:211-213) state that any institution which expects to operate with some type of citizen involvement, must, in its planning stages, deal with the problem of the extent to which resources will be committed to the democratic process during the first stage of operations. Involvement of people, in other words, must be planned for--and beyond that it requires a number of specific resources in the beginning stages (e.g. money, time, staff). They point out (1968:214) that "a commitment to democracy must necessarily be reflected, not only in organizational charts, but in budgets and

timetables and allocation of resources." They go on to state (1968:214) that "the citizen is capable of making an informed decision as to the portion of resources which he thinks should be committed to the democratic process" and should therefore be involved even in preliminary decision-making.

The importance of both the institution and the community being committed to the principle of citizen participation and to its constructive implementation has been repeatedly stressed. "The way people on both sides approach these opportunities is more important than any formalized structure requiring publicity and opportunities to comment at specified times" (People and Planning 1969:9).

A well documented case study of how one organization made an attempt to reach out into the community has been provided by Arthur Stinson (1971:247-264). By using Algonquin College as a model, he shows how an urban organization can retain its identity and function, yet still provide the community with support for its own analysis and action.

Wedell (1970:38) describes his view of citizen participation with the following statement:

...participation is more than being active in the concerns of the community. It is real only if citizens feel that they have a stake in the community and regard its decisions as theirs rather than those of a small elite.

VALUES OF CITIZEN PARTICIPATION

According to People and Planning (1969:3), the benefits of citizen participation are many and accrue not only to the individual but also to the community and the institution. The report states:

As well as giving the individual the chance of saying how his town or village should operate, participation also offers him the opportunity of serving the community and thereby becoming involved in its life, contributing to its well-being and enriching its relationships. Nor are the benefits just to the individual; many groups attract people whose local knowledge and skill will often produce new and valuable ideas.

On the individual level, citizen participation has a definite educative value--people learn by doing. An authority on adult education, Kidd (1971:138-139), states, "I have believed for many years that no one learns anything without involvement.". Furthermore, as the Cahns (1968:219) point out, "Participation is, in fact, the necessary concomitant of our faith in the dignity and worth of the individual.".

These authors all point out the positive value of citizen participation for the individual citizen. The value of this type of involvement for the institution has been shown in Stinson's case study of Algonquin College (1971:247-264). The college helped a community to conduct a Self Study. Stinson reports the following benefits to the institution:

- (a) The faculty had an opportunity to use their skills outside the classroom situation. They found the experience to be "refreshing, challenging, and possibly humbling."
- (b) The students gained immeasurably from being involved in this type of fieldwork where the case study was real and was happening at the moment.
- (c) The college comes to know its community--"its problems, its dynamics, its leadership, its resources."
- (d) Good public relations result. Good public relations

meaning that the work done by the college and the attitude it demonstrated were appreciated by the community.

People come to see the institution in a new light: an institution which really cares about how people live. They see education in a new light too, a process which can help people cope with real life situations. (Stinson 1971:260)

The literature available supports the idea that citizen participation is of great value to both the individual citizen who participates and the institution which encourages this type of involvement.

SUMMARY

This chapter has consisted of a brief review of the literature on the subject of citizen participation. Although only a small amount of literature was available, the authors all had favourable opinions of citizen participation.

It was generally felt that citizen participation was vital for a democracy. Several authors pointed out problems which have been caused by a lack of participation and which are presently being encountered in Canada.

According to the various comments regarding participation in institutions, it appears that this type of involvement is desirable and many institutions are beginning to move in this direction.

From the literature cited, it seems that individuals and institutions alike benefit from citizen participation.

All the authors cited in this review support the idea of

citizen participation and their work reveals only positive comments on the subject. The question may be raised as to whether the literature reflects a wholehearted commitment to citizen participation on the part of society today. Perhaps people are merely paying lip service to the idea of participation. Unfortunately, little has been published dealing with any negative aspects of citizen participation.

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CHAPTER III

ANALYTICAL FRAMEWORK: COMMUNITY DEVELOPMENT AND ITS APPLICATION TO THE COMMUNITY COLLEGE

Since the purpose of this thesis is to apply community development ideas and techniques to the development of citizen participation in the community college, this chapter will deal with the concept of community development as it relates to the community college.

COMMUNITY DEVELOPMENT

Lack of a Community Development Theory

There is a widespread confusion that surrounds the concept of community development--throughout the literature, the following question appears, "What is community development?" Most practitioners have, through trial and error, evolved their own models which work in their particular sphere. However, a theory of community development does not yet exist.

The reasons for this lack of a developed theory are many. The causes which Spiegel and Mittenhal (1968: 3) cite for the dearth of literature on citizen participation are equally valid here. The broad spectrum of activities which the term community development can encompass makes generalization difficult; there has been little

empirical work done--partly because of the difficulty of using a scientific methodology in an area which is basically subjective; and finally, because community development is of an interdisciplinary nature, it therefore belongs to no one area.

Perhaps the main reason that a basic community development theory has not yet been developed, is the lack of documentation of work that is being done in the field. Fieldworkers seldom take the time to record exactly what they are doing and what the response of the community is. In an interview (1971) Draper stated,

How do you get people to document the process? This is a point I keep trying to push, and I'm sure others do too. So many times we go ahead and do something and at the end we are invariably surprised, whether it works or not, because we have failed to build in the analytical component which documentation provides.

Dunham (1971:183) also comments on the lack of documentation and notes that basic research and evaluation are even more inadequate.

Although the body of community development theory is small, over the years a number of features have come to be regarded as basic to community development work, (e.g. self-help) with which most community development workers agree. The concept of community development which will be used here consists of two aspects which have been labelled process and program. A discussion of these elements follows.

The Community Development Process

One explanation of the community development process is given by James Draper (1971:iv).

The process is an essential part of community development. To present an analogy, in travelling from point A to point B, where B is better housing, the value of the activity is not only arriving at B but the journey itself. In community development the

journey is the learning, the skills and the confidence acquired by those participating in the process.

Learning, skills, confidence: this is what the community development process attempts to instill in people.

William and Loureide Biddle (1965:28) feel that, "Community development is a social process by which human beings can become more competent to live with and gain some control over local aspects of a frustrating and changing world."

It is noteworthy that they state "community development is a social process." They make no reference to the program aspect mentioned above in any of their works, and in their view, as well as Draper's, community development is only a process.

There are many adherents to the belief that community development is only a process. A Canadian in the field of community development is also an exponent of community development as process. He states his belief that, "Community Development is an educational-motivational process by which people, in a community setting become more effective in their public relationships."¹

Those who hold the belief that community development is only a process are emphatic in their belief that program, from a community's point of view, has no part in community development. In a paper which was read at the War on Poverty Conference (1965:2), the Community Development Coordinator of Alberta (James Whitford) stated, "Community Development is "Program" mainly from where the Government sits and that from the point of view of a community, Community Develop-

¹This appeared in a restricted paper which has been made available to the thesis advisor.

ment is seen as a Method and a Process." He goes on to describe this process in much the same terms as Draper--that the process is the learning of "values, attitudes, behaviour, and social skills" (1966:3).

The idea of community development as process is summed up in the words "an educational-motivational process"--in other words, it is a process which educates and motivates people. The French term, "animation sociale" (and its anglicized equivalent--social animation--which will be used in this paper), is the term which has been coined to describe such a process.²

The Program Aspect of Community Development

While a great number of people contend that community development is process and nothing more, others feel that this view is questionable. The latter group feels that community development comprises both process and program. In other words, they feel that community development is concerned with instilling and strengthening the qualities of "participation, self-direction, and co-operation" (Dunham 1971:173) and with effecting various concrete objectives.

Arthur Dunham (1971:188) states the reasons why process alone is not enough:

Process without concrete objectives is like 'faith without works'--dead. What is the purpose of helping people to grow

²For further discussion see Michel Blondin, "Animation Sociale," in Draper (ed.), Citizen Participation: Canada, New Press Toronto, 1971, pp. 159-170.

and to develop strength and ability to work together? Obviously, so that they can practice these qualities and apply them to real-life situations and problems. Process, in a vacuum, divorced from life, is meaningless.

This is the concept of community development which will be used in this study, i.e. that process and program together comprise community development.

The program aspect of community development occurs after the process has taken place. Process and program are not distinct and separate entities--rather they generally overlap, as is shown below.

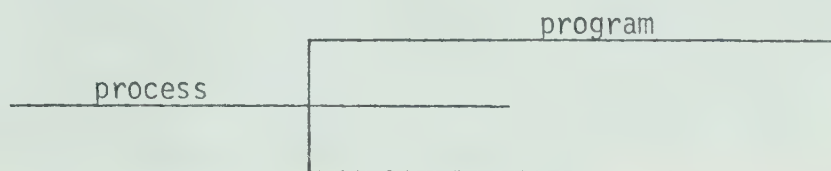


Figure 1

RELATIONSHIP BETWEEN PROCESS AND PROGRAM

During the process, people become aware, gain confidence, interest, and skills. Program, as used here, is that part of community development that allows people to begin using their newly acquired skills and interests in ways that are meaningful to them.

Charles Hynam (1968:4) gives a definition of community development as program as follows:

Community development is the utilization under one co-ordinated program of approaches and techniques...to purposefully change living conditions by making use of all available resources.

Roland Warren is also an exponent of the process/program type of community development. He states (1971:87) that what is accomplished is as important as how it is accomplished--with neither

process nor program being the more important.

Community Development Values

Earlier in this chapter it was stated that although no complete theory of community development exists, a number of values and beliefs have come to be associated with it--no matter to what area of human endeavour it is being applied. These basic ideas are equally valid for the community college specifically as they are for human society in general. They include such things as:

...an emphasis on the whole community and all aspects of community life; helping people to develop qualities of self-awareness, participation and involvement in community affairs, self-direction and co-operation; the use of consensus where it can be achieved; self-help; basing programs on felt needs, so far as feasible; and an integration of specialities in the service of the community. (Dunham 1971:192)

The two aspects of community development--process and program--that have been discussed here will now be applied to the community college.

THE COMMUNITY DEVELOPMENT PROCESS AND THE COMMUNITY COLLEGE

In the previous section it was stated that community development consists of two parts--process and program. It is the purpose of this section to apply these two aspects to the community college in the particular area of citizen participation. The first element to be considered will be the community development process.

Starting the Process

If the college wishes to use community development

techniques, then it is vital that the college go out into the community--much as a Community Development Officer does at the beginning of his work. The early part of the process is a time for listening, sharing, developing a rapport with the community members. It is well established in social science literature³ that change of any sort is often viewed with suspicion, fear and antagonism. Therefore, the college must realize that the social animation process is necessarily a slow one.

Of the few colleges that are engaging in some aspect of process work--very few are documenting the process. Therefore, the literature on the subject is negligible. Hopefully, in the future, more colleges will realize the value of recording the methods they used and the alternatives they considered in arriving at decisions.

Process Methods in a Community College

In spite of the general lack of the use of social animation techniques, there are a number of methods that can be used for motivating and stimulating the community. A few of these will be dealt with here for the purpose of providing a clearer picture of the community development process in a community college.

Because it is expounding a new concept, the community college must be prepared to break with old methods. The college must take the time to plan for participation (for, as the Review

³See, for example, Warren G. Bennis, B. Benne, & Robert Chin, (eds.), The Planning of Change: Readings in the Applied Behavioural Sciences, Holt, Rhinehart & Winston, New York, 1961.

of the Literature indicated, it takes time to develop a democratic institution). It must also take the initiative in going out into the community. Traditionally, educational institutions have been stationary--the people must go to the institution. But in this case, the college must be mobile and flexible--it must go out into the community.

This, basically, constitutes the process--moving the college out into the community so that a two way dialogue can occur. The community becomes aware of the college and, in turn, the college learns about the felt needs of the community. In other words, a communication system is established between the college and the members of the community.

The greatest obstacle the college faces at this point is that it is offering participation and involvement--which is a departure from the educational system that people have become used to. The college is "rocking the boat." It is creating change.

It would seem, for example, that most public schools have very little contact with the community--other than on the periphery (e.g. the P.T.A.). Therefore, when a college attempts to reverse this system, it must begin by re-educating the community in order to remove these old stereotypes.

The Lack of Process in Community Colleges

There is very little community college literature that documents any of the steps involved in the social animation process. Most authors limit themselves to statements of intent without

developing any suggestions as to how this intent might be carried out. For example, Prince (1964) states,

In starting a community junior college it is essential to inform citizens of the community about the college and its programs and to enlist their active support, interest, and participation.

In the writings available, most authors begin with the program rather than the process aspect. In point of fact, process is disregarded almost completely. It is reasonable to assume then, that many colleges also forget the necessity of using a process to stimulate, educate, and motivate the community.

The idea of going out to the people is central to community development, yet, as Draper (1971:interview) pointed out, "the colleges, and the universities certainly, haven't done much of that." He noted that some colleges in Eastern Canada have begun using the "detached worker" concept in order to reach the community. A member of the college staff works and lives within one community. In this way, the college is able to establish a small centre in the community "and the people can reach the college without going to a scary campus full of buildings." This also solves the basic problem of transportation--which is a major factor in many communities.

Approaching the problem of stimulating the community from different angle, the college must make use of community resources. Several authors, including Shaw and Cummiskey (1970:4-8), have remarked on the value of this point. In this way, the college becomes more visible and more an integral part of the community rather than an adjunct to it. By looking beyond its own boundaries

for resource people, for example, the college begins to play a role in the daily life of the community.

It was stated earlier that one aspect of the process is developing a relationship between the college and the community so each can come to know the other. From the college's point of view, "knowing" its community is vital. Many colleges only know their communities demographically, when demographic knowledge is just the first step. A college needs to know as much as possible about its community. With this knowledge, the college can develop its offerings in such a way that community needs are met.

There is an Asian proverb that sums up the essential things a college should do during the social animation process.

Go to the people
Live among them
Learn from them
Love them
Serve them
Plan with them
Start with what they know
Build on what they have.
(cited in Draper 1971:iv)

General Summary of the Process

Some of the general components of process, then, include:

1. education--showing people that the college is relevant to them personally
2. re-education--breaking down the barriers caused by old stereotypes
3. going out into the community--one way is to use the "detached worker" concept

4. making use of community resources
5. learning from the people in the community--no matter how poor they are or how ignorant they seem
6. documenting the process as it occurs.

Keeping in mind these ideas on process, the second part of the community development model will now be discussed.

THE PROGRAM ASPECT AND THE COMMUNITY COLLEGE

Once the community development process is well under way and the community has become aware of the college and the people desire to take an active role in college affairs, the college can handle this interest by implementing the program aspect of community development. The two most common methods of involving community citizens are advisory committees and co-ordinating councils.

Advisory Committees

The label "advisory committee" has become almost inadequate to describe the wide variety of groups which use this title. A very basic and elementary definition of an advisory committee is a group of community citizens who work with the college staff in developing new courses and evaluating existing ones. Advisory committees show variation in the following areas:

1. their length of life, the number of meetings they hold, and their size
2. the subject matter they deal with

3. the extent to which they truly represent the community
4. the amount of power they hold in influencing college decisions.

Each of these areas will be dealt with briefly.

Length of Life. An advisory committee can be of a long term nature, where the positions are vacated and filled continuously by having overlapping appointments, or it can be formed for a specific function and then disbanded. Committee size, according to Shaw and Cummiskey (1970:13) can range from six to fifteen members who meet two to four times a year. Myran (1969:32) points out that "a common format for advisory committees is the establishment of a central advisory council which is supplemented as needed though the creation of semi-permanent and ad hoc advisory committees."

Subject Matter. The actual subject matter a committee is expected to deal with varies greatly. Shaw and Cummiskey (1970:13) state that the following responsibilities would be typical:

1. Identifying community needs, interests and resources.
2. Developing responsive programs and services; recommending instructors; recruiting students; securing additional space, equipment, and materials as needed.
3. Implementing, promoting, and evaluating programs and services.
4. Providing direct financial assistance and supporting college budget requests.
5. Serving as contact with other community leaders, accrediting or licensing agencies, and state and federal legislators.
6. Assisting in the follow-up placement of students.
7. Action research to confirm additional program development.

Community Representation. To merit the title "community advisory committee", the members of the committee must truly represent the community. Yet, how often does this happen? As Myran (1968:27) has indicated,

It is possible that they [members of advisory groups] represent best the 'establishment'--the traditional power structure of the community--and that their interpretation of needs will reflect this representation.

Draper (1971:interview) concurred when he said,

There's more to establishing advisory groups than meets the eye. One of the problems is that we are so wrapped up in our own culture that we are often unable to understand and respect the cultures that are different from ours. Therefore, when we talk about advisory groups--that's middle class right down the line. If the needs we are trying to meet are only those of middle class people, then that's fine.

Amount of Influence. The actual amount of influence that an advisory group can have on the decisions made by the college, varies of course from college to college. This is a vital issue. Nisbet (1953) discusses the idea that if a person is in a position of power, he seldom wants to relinquish any of that power for fear of diminishing his own status. This, of course, is the college's position. On the other hand, if decisions come from the top down, then the evidence suggests that the needs of the community will not be met. It has been shown time and again, that direction from the top down rarely produces good results, despite the best intentions. An excellent example of this concerns a village in India.

The people were so poor and under-fed that those who were anxious to help them came to the 'obvious' conclusion that the number one priority of the villagers must be more and better food. So, without consulting the villagers themselves, they sent a well-trained village level worker to help them improve their agricultural techniques and grow more food. To the

surprise of the authorities, the villagers rejected the village level worker.

A second village worker was sent to discover what was wrong. He did what should have been done in the first instance. He consulted with a number of the villagers and soon found out that what they wanted more than anything else was not more and better food, although they surely wanted that also, but a school for their children.

Often the "obvious" is not what people want at all. Harlacher (1967:58) states that "...the decision to provide a specific service should be based on an analysis of the community's needs and interests rather than just the hunches of college staff members."

Since, by definition the function of a community college is to meet community needs, a conscientious college administration attempts to find a balance--where their own status is maintained, yet the community is fully participating in the decision-making. This problem of retaining power, and therefore status, could be one of the reasons that lead Shaw and Cumiskey (1970:12) to state, "Involvement of community advisory committees is more often recommended than practiced in two-year colleges."

The Co-ordinating Council

The second type of program that colleges have devised for allowing members of the community to participate, is the community co-ordinating council. This type of council exists to co-ordinate the various adult education and community service agencies that exist in the community. Medsker (1960:80) has suggested that colleges that have been successful in community service have placed great emphasis on co-operation and co-ordination.

Myran (1969:45) suggests that community services is what

the community college does in co-operation with other community organizations, rather than unilaterally in response to specific community needs. Community colleges, of course, did not create the concept of community services. What they can lay claim to is either the ability to help co-ordinate the already existing services, or the possibility exists that the college itself may occupy the role of the co-ordinating agency.

The advantages of a community co-ordinating council are many, and according to Shaw and Cumiskey (1970:17), a well-established council that is formed of and by the community can:

1. Establish and continually update the inventory of community needs and programs being offered by community agencies....
2. Involve representatives of all groups and interests in broad planning of co-operative and co-sponsored programs....
3. Pool resources in planning major community information and program promotion and feedback campaigns.
4. Effect savings to the total community through avoidance of overlapping or duplicating programs and by sharing available facilities and personnel.
5. Offer expanded and improved training for...leaders....
6. Seek outside funding as a total council....
7. Act as a community clearinghouse and information center; conduct surveys, polls and other studies to be shared by all members as well as other groups and agencies in the community.
8. Act as a focal point in relating not only to community-based groups, but to state, regional, and national groups influencing the general direction and tempo of the community.

General Summary of the Program Aspect

The function of the program aspect of community development as it applies to the community college, then, is to allow citizens

to participate as fully as possible in the affairs of the college. In this section two methods of actively involving the community in the affairs on the college have been discussed; community advisory committees and community co-ordinating councils. While these are but two of the methods used in the program element--they are the most widely known.

SUMMARY

The purpose of this chapter has been to develop an analytical framework, which, in this case, consists of two parts. The first is the formation of a community development model. The second is the application of this model to the community college in order to begin, or increase, citizen participation.

The community development model which was chosen is composed of two elements--process and program. The former is concerned with educating people and stimulating their desire to participate, while the latter consists of providing the community with concrete ways to participate. This two step model is then applied to the community college.

During the first step (process), the community is motivated to develop an interest in the college and a desire to be involved in it. The second stage (program), consists of developing and implementing various activities that allow the community to participate meaningfully at all levels of college affairs.

The following chapter moves away from the theoretical consideration of citizen participation to look at the present situation in Alberta colleges.

CHAPTER III

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CHAPTER IV

REPORTING DATA: CITIZEN PARTICIPATION IN ALBERTA COLLEGES

As Shaw and Cummiskey (1970:2) have noted, the goals of a community college "reflect the needs and directions of its community." It was observed earlier that in order to respond adequately to community needs, the college requires the involvement of local citizens. The concept of citizen participation as reported in the literature has been discussed, and the previous chapter dealt with community development techniques and values and showed one way that these could be used to bring about (or increase) citizen participation in the community college. This chapter now turns to look at three Alberta colleges and the actual situation regarding citizen participation--as opposed to the theoretical considerations that have been dealt with to this point.

SOURCES

As was stated in Chapter I, the basic technique for gathering data was an interview schedule which was administered to officials from three Alberta colleges--one in a rural area (College 1); one in a small city without a university (College 2); and one in a large city with a university (College 3).

An attempt was made to interview three administrators (the President, the Chairman of the Board of Governors, and the Director of

of Community Services) at each college. At College (1) all three administrators were spoken to; at College (2), only the President and the Director of Community Services were interviewed; and at College (3) interviews were administered to the Chairman of the Board and the Director of Community Services. At no time did the officials from a given college contradict each other. What did occur, was that many times one official would emphasize or amplify a certain area while another would speak at length on a different subject. Since this was the case, the specific information which will be given here--either as verbatim quotations or in summary form--will therefore be designated as coming only from College (1), (2), or (3), rather than from individuals within each college. All data, unless otherwise stated, are taken only from these interviews.

It is worthwhile mentioning here that while all three colleges come under the Department of Advanced Education, Colleges (2) and (3) are part of the Public College system of Alberta and come under the authority of the Alberta Colleges' Commission. College (1), on the other hand, has only recently been transferred to the Department of Advanced Education, where it comes under the section of Vocational Education. It was previously under the Department of Agriculture. Much of the administrative and budgetary structure of College (1) is a hold-over from its previous existence as an Agricultural College.

THE COLLEGE IN THE COMMUNITY

The Role of the College

All the colleges expressed the idea that they exist to serve

the needs of the community. The varying statements though, reflect the different attitudes of each institution. College (1) emphasized meeting the educational needs of the community as well as working in the social and cultural fields. College (2) felt that its role is defined in the policy statement of the Alberta Colleges' Commission as meeting the needs of the region it is situated in. A new institution, College (3) pointed out that it was created because of a definite need expressed by the community. The college felt that it exists to meet community needs--particularly by providing educational opportunities for students who have not completed grade twelve.

| College | Role |
|-------------|---|
| College (1) | "To meet the needs of the community, whatever these might be as far as education is concerned, and to foster development in social and cultural areas." |
| College (2) | "To meet the needs of this region by providing a regional educational service as laid out in the policy statement of the Colleges' Commission." |
| College (3) | "To fill a need in the community and to give an opportunity for post-secondary education to those people who have not completed grade twelve." |

Figure 2
ROLE OF THE COLLEGE¹

Community Served by the College

Geographic Community. Colleges (2) and (3) made a point of

¹This, like all other data, is taken from the tape-recorded interviews.

mentioning that they serve a fairly specific geographic area. In both instances, these areas are large, and it appeared that while the colleges intend to serve the whole area--in reality the bulk of their students and their attempts at community service work are limited to the centre the college is located in.

College (1) is presently attempting to expand its services throughout North Eastern Alberta. "It is only within the past two years that we have moved into adult education. Our plans for the future are to extend our area of community service work throughout the whole North Eastern area." It was pointed out that the needs exist--the major problem the college is encountering is a financial one.

| College | local | regional |
|-------------|-------|----------|
| College (1) | yes | partly |
| College (2) | yes | partly |
| College (3) | yes | partly |

Figure 3
GEOGRAPHIC COMMUNITY SERVED

Socio-economic Community. Two colleges stressed the differences in the various populations they were attempting to serve. College (3) is particularly anxious to reach the lower as well as the middle classes.

The strong and the organized--like the Chamber of Commerce--always make their presence known. Any educational institution could exhaust its resources just doing their bidding. It's a problem of

how to set up some listening channels in order to hear what those other people are trying to say."

In order to develop these channels, the college will bring two programs into existence this fall. One is a Community Development Department which "will have people who will be able to go out into the community and listen and see where the college can be available for something." The other is a pilot project called Self-Study that will enable people to study at home and meet with an instructor once every two weeks. "One of the implications of this is that we may be able to reach people who otherwise wouldn't be able to get to us, for example, one parent families."

College (1), on the other hand, is attempting to move away from serving only the farm population.

We still have a responsibility to the rural community, but we have to look to the whole area we serve for a potential student body. The need for agricultural education is very small in comparison to other needs.

College (2) appears to concentrate on the middle class. The idea was expressed that:

When we can identify a need as expressed to us by the people of the community who are prepared to put their money on the line in the form of tuition fees, then we should be prepared to provide that kind of service.

For a summary of the data, see Figure 4.

College Orientation

All the colleges contacted were struggling, in some sense, to develop and clarify their philosophical orientation. College (2) has

...traditionally been the most academic in the system. Three-

| College | Main Group Served |
|-------------|---|
| College (1) | farm population--attempting to expand to other groups |
| College (2) | middle class |
| College (3) | middle class and expanding to lower class groups |

Figure 4

SOCIO-ECONOMIC COMMUNITY SERVED

quarters of our enrolment has been in university transfer and for a long time there has been a strong feeling in the community and on the part of the staff that this is a university in the making. However, people have suddenly switched from university transfer courses to the career areas. This year we have only 50% of the students in transfer programs.

At the time the college officials were being interviewed, College (2) was experiencing a great deal of internal unrest. The interviews reflect the general tension felt by the college at that time.

There is a great dispute within the college as to what we really are. Most people in this college take offence at the term 'junior college'--they suggest that we are no longer a junior college of the University of Alberta. This matter is one of our most basic problems and how it can be cleared up is open to question.

College (3)'s emphasis is on vocational education--"career-oriented subject fields." However, it was pointed out that,

What we are trying to do--and we haven't been doing it very well just yet--is to offer both academic and vocational opportunities to the 75% of the province's population who haven't completed grade twelve.

The college is also attempting to develop relationships with

the community. "One way of seeing what an institution relates to the community is to institutionalize that concern." This is what College (3) has done by creating the Division of Continuing Education and within that, the Department of Community Development. It was pointed out, however, that "we have to start articulating clearly and zeroing in on some of our areas of responsibility because if we don't, we are going to end up doing nothing."

College (1) is in somewhat of a quandry. The college would like to be able to move into academic and community service areas while retaining the vocational programs already existing. The stumbling blocks are the lack of authority to make decisions of this type and the lack of financial resources.

There seems to be an indication that we should be offering the first and second year of university transfer. If we had the authority right here, we would very definitely be in this area right now.

Regarding community-college relationships, the feeling is that "this is one area we need expanded very badly. This is a challenge-- and a difficult one."

| College | Priority 1 | Priority 2 | Priority 3 |
|-------------|------------|------------------------|------------------------|
| College (1) | Vocational | Community | Academic |
| College (2) | Academic | Vocational | Community |
| College (3) | Vocational | Academic/ Community | Academic/ Community |

Figure 5

COLLEGE ORIENTATION

COLLEGE-COMMUNITY COMMUNICATION

Whether or not a college is able to meet community needs depends firstly on finding out what these needs are. College (1) and College (2) very definitely stated that they had learned from experience a point that was mentioned in earlier chapters--that quite often a community need as interpreted by the college is not really a need at all. An official at College (1) said, "We can sit here and come up with many different needs that we see, but when courses are offered in these areas, we find that the response is poor."

Feedback from the Community

All the colleges agree that community feedback is important, however, there are few formal channels for gathering this information. The colleges receive the greatest amount of feedback through informal methods, relying on faculty members with community contacts, students, and informal communication with organized groups and service clubs.

College (1) has no formal feedback mechanisms. The other two cited advisory committees as their main way of getting feedback.

| College | Informal | Formal |
|-------------|----------|--------|
| College (1) | X | |
| College (2) | X | X |
| College (3) | X | X |

Figure 6

FEEDBACK MECHANISMS

newspaper as a community newspaper. "So far it contains mainly college news, but it is circulated through the area and people are invited to respond with letters to the editor, etc." The second way is planned for the near future. "We are involved in the very early stages of a master plan for the college, and at some stage, before decisions are made, there will be public hearings."

Two of the colleges are involved with groups that attempt to co-ordinate Continuing Education offerings of various schools and agencies in the local area. College (1) will probably be a part of such a group in the near future as this type of involvement is presently in the planning stage at the provincial level.

All the colleges mentioned community surveys--two were undertaken on college initiative, and the third conducted by students. The survey conducted by students from College (2) was done without college support or assistance, though, and the college now feels that the survey was not set up rigorously enough and that the findings are somewhat inconclusive.

For a summary of the data see Figure 7.

Community Influence

The amount of influence community citizens have in the decision-making of the colleges varies considerably at each institution. At Colleges (2) and (3), citizens act only in an advisory capacity. In reference to advisory committees, an official at College (3) said, "The professionals on our staff make the decisions--its an advisory committee and not a committee determining our

| Inputs | College (1) | College (2) | College (3) |
|-----------------------------|-------------|-------------|-------------|
| Local Advisory Committees | | X | X |
| Community Survey | X | X | X |
| Co-ordinating Agency | planned | X | X |
| College-Community Newspaper | | | X |
| Public Hearings | | | X |
| Public Board Members | | X | X |

Figure 7
COMMUNITY INPUTS

programs."

College (2) made a similar statement, "They [advisory groups] simply suggest."

There is one area where advisory committees do have a very great influence, and that is for those programs that require professional accreditation (e.g. Nursing). As an administrator at College (3) pointed out, "If the committees did not have a real influence on the development of programs, our graduates could not become accredited."

There is only one way that community citizens can take part in policy decisions at Colleges (2) and (3), and that is through the public members of the Board of Governors. An official at

College (2) stated, "I'm not sure of any instance where they [citizens] have been involved in policy, with the exception of the public members of the Board."

The community has very little influence on decision-making at College (1).

The problem, in part, is due to our total administrative structure. We are in direct line from the minister, and this has been our history. ...I don't think its reluctance on the part of the community. If people had something to do with the governance of the institution, I think they would be more interested.

| College | Advice | Decision-making | Policy-making |
|-------------|--------|-------------------------|----------------------------------|
| College (1) | | | |
| College (2) | X | limited to courses | limited to public members of the |
| College (3) | X | requiring accreditation | Board of Governors |

Figure 8

LEVEL OF COMMUNITY INVOLVEMENT

COMMUNITY AWARENESS

How does the community become aware of the college? How do members of the community become interested enough to make their needs known, to make suggestions, to serve on advisory committees? Questions of this type elicited responses that were generally vague and non-specific.

Creating Interest

In order to make the community aware of the college and to

stimulate interest in it, all three colleges mentioned advertising-- particularly via the newspaper, but some are also using radio and television. Two colleges, (2) and (3), also send speakers to high schools, service clubs, and community organizations. College (1) felt that interest in the college would be generated by "trying to establish relationships with outlying communities and extending ourselves more than we have."

The formation of advisory groups requires a large amount of interest on the part of the citizens. The creation of these groups varies, not only from college to college, but within each institution. College (2) felt that the manner in which these groups were formed depended upon the situation and it was "impossible to lay down a pattern." At College (3), each division finds advisory groups in its own way. Within the Division of Continuing Education, the groups are set up "arbitrarily, but with as much logic as we can bring to bear." At both institutions, methods for approaching community members and creating interest for involvement in the college appear to be largely ad hoc and college officials had trouble delineating them.

For a summary of the data see Figure 9.

Responsibility

The responsibility for creating community interest and discovering the needs and wants of the community rests with a designated department in only one college. College (3) believes that, "one way of seeing that an institution relates to the community

| Methods | College (1) | College (2) | College (3) |
|---------------------------------|-------------|-------------|-------------|
| Advertising | X | X | X |
| Speakers | | X | X |
| Reaching out to new communities | X | | |
| Faculty and Board Contacts | | X | X |
| Non-specific ways | X | X | X |

Figure 9

CREATING COMMUNITY INTEREST

is to institutionalize that concern." It is specifically the function of the Division of Continuing Education to discover new needs and generate community interest.

Both College (1) and College (2) have Community Service or Continuing Education departments staffed by only one man. The first sees his function as trying to extend college sponsored courses throughout North Eastern Alberta, the second finds himself in the position of

"...walking a tightrope and avoiding being drawn to one side or the other. There are no other staff in this department. No one is obliged to serve Continuing Education and as far as possible I try to solicit voluntary co-operation. It is a difficult position."

Both colleges cited the Vice-President as 'the community contact man', and in addition, at College (2), "its listed as a duty of almost everybody in the college." A Department of Research and

and Development is being considered for the future at College (2) and "it would have primary responsibilities in this area."

At College (3), "department chairmen and curriculum and program development people must get out into the community and make sure that the programs are relevant and meeting needs."

| Responsibility | College (1) | College (2) | College (3) |
|-----------------------------------|-------------|-------------|-------------|
| All college staff | | X | |
| Department of Program Development | | future | X |
| Continuing Education Department | X | X | X |
| Vice President | X | X | |
| Department Chairmen | | | X |

Figure 10

RESPONSIBILITY FOR COMMUNITY INTEREST

Problems

According to College (1), there is some hesitancy on the part of citizens in the area to make suggestions or help out on committees. However, as mentioned earlier, it was felt that part of this hesitancy was due to the fact that the people of the community have no role in the governance of the institution. A second problem not encountered by the other two institutions is that College (1) is unable to react quickly to community needs because,

"...everything has to be approved. If somebody comes to us and asks for a course, we either don't have the funds--or if we

do, by the time we receive approval the interest has waned. I feel that this is changing. There are policies evolving which will give us more flexibility. In dealing with the public we have to be able to respond quickly. Unless we can do so, we have a problem.

College (2) also has problems because people feel their views are not really wanted. The college also finds that, "Few people are prepared to go from the stage of making recommendations to making any concrete commitments--and this is the major obstacle at the moment."

At College (3) there appears to be no reluctance on the part of the community to become involved. There are some members of the populace that "are uptight because we take people without grade twelve" but generally the college finds little resistance to its new ideas. As a new institution, though, the college does find that, "We're not nearly well enough known in the community and we haven't done enough to try to relate to those who are not strong and organized."

| Problems | College (1) | College (2) | College (3) |
|--|-------------|-------------|-------------|
| Community feels its views are not welcome | | X | |
| Community won't make commitments | X | X | |
| College can't respond quickly to community needs | X | | |
| College methods make some people nervous | | | X |
| College not well known | | | X |

Figure 11

PROBLEMS WITH THE COMMUNITY

SUMMARY

The purpose of this chapter was to present the data that were collected during the research period. Three colleges were used as source material--each situated in a different geographic area and serving a different population.

College (1) is located in a rural area and has only recently become part of the Public College System. It was previously an Agricultural College. While the college sees its role as meeting community needs, it finds that often it is unable to do this because of the lack of authority to make decisions in this area. It serves mainly the local population, but it is attempting to expand its adult education program throughout the region. The college feels that, in the eyes of the community, it still retains the image of an Agricultural College. While the college hopes to continue providing agricultural education, at the same time it is trying to develop offerings in other areas. The college finds that the community is reluctant to make inputs, but it attributes this to the fact that the community has little say in the governance of the institution.

College (2) is located in a small city that has no university. It sees its role as meeting the needs of the region it is situated in, but at the present time the bulk of its programs and services are aimed largely at the local community. Its orientation is towards the middle class population, and it has stressed the academic side of its programs. Few mechanisms for community participation exist and it is the feeling of the college that the community thinks their

ideas and suggestions would not be appreciated.

College (3) is situated in a large city that has a university. It also sees its role as meeting community needs--particularly the needs of the lower socio-economic groups. Its emphasis is on vocational education and it is attempting to provide post-secondary education for those people who have not completed grade twelve. The community is able to make inputs in a variety of ways, however, these inputs are limited to the advisory level. At the moment, the college is attempting to expand its offerings to reach the lower socio-economic groups.

A tabular summary of the data is given in Chapter V. In that chapter, the implications of the data which were presented here are discussed.

CHAPTER IV

REFERENCES

Shaw, Nathan C., and J. Kenneth Cummiskey, Community Involvement:
A Leadership Responsibility for Community Services, Association
of American Junior Colleges, Washington, 1970.

CHAPTER V

DISCUSSION OF DATA AND RECOMMENDATIONS

This chapter includes a discussion of the data within the framework of community development as set forth in Chapter III-- with particular reference to the concept of citizen participation. The actual data and the previously discussed literature which dealt with the areas of citizen participation, community development, and the community college, will then be combined to yield several recommendations regarding citizen participation in the community college.

SUMMARY OF DATA

The following chart (Figure 12) presents a brief summary of the data and includes the major points which were covered in the previous chapter. The chart will be useful for reference as the data are discussed here.

CITIZEN PARTICIPATION IN ALBERTA COLLEGES

All three colleges felt that their role is one of meeting community needs. With this as their stated function, it is somewhat surprising that community influence on college decisions is very small and that there are very few ways that the community can make inputs. Channels for receiving and making use of community

| Area | College (1) | College (2) | College (3) |
|--------------------------------------|------------------------------------|----------------------------------|-----------------------------|
| College Role | to meet community needs and wants | | |
| Community Served | local; middle & lower-middle class | local; middle class | local; mostly middle class |
| Orientation of College | vocational | academic | vocational & some community |
| Community Feedback | informal | formal & informal | formal & informal |
| Community Inputs | one | few | several |
| Community Influence | none | slight | slight |
| Creating Interest | advertising plus non-specific ways | | |
| Responsibility for Creating Interest | Continuing Education; Vice-Pres. | Continuing Education; Vice-Pres. | Continuing Education |
| Problems with Community Involvement | various | various | various |

Figure 12
SUMMARY OF THE DATA

feedback are few and the general philosophical orientation of the colleges is not community-centered.

College(1), in particular, is very concerned with the lack of community-college communication. As the previous chapter revealed, community citizens have no say (except indirectly through their M.L.A., newspaper, and similar ways) in the governance of that institution. Since this is a hold-over from its previous existence as an Agricultural College, the college feels that changes in this area are imminent. It is particularly hopeful that these will allow greater community participation in the governance of the college, as well as being reflected in budgetary considerations which will allow the college to expand its community service work.

Therefore, while citizen participation at College (1) is negligible, there may be some changes in this area in the future,

Citizen participation at College (2) is very low. Community members have their greatest influence on those advisory groups which deal with programs that require professional accreditation. Aside from these few groups, the only major way citizens can participate is as members of the Board of Governors.

College (3) has the highest level of participation-- particularly in reference to advisory groups. The concern at College (3) is that at the moment public participation at all levels (e.g. Board and advisory committees) represents only the middle class. The influence of the community in affecting decisions, though, is still slight.

In view of the present level of citizen participation at the

three colleges, the following recommendations can be made:

1. If the college sees its role as meeting community needs, it should make a greater effort to discover what the needs and wants of the community are.
2. In order to accomplish (1), more and better channels of college-community communication should be developed. The formal mechanisms which presently exist are, by each college's admission, not adequate.
3. An effort should be made to define the community that the college is attempting to serve--both in terms of demography and socio-economic groups.
4. Once this community has been delineated, the felt needs of all socio-economic groups and all areas of society should be given consideration.
5. As it was indicated in the literature, citizen participation offers rewards to the institution as well as to the individual. If the college wishes to take advantage of these, community citizens must be allowed to participate more than at the present time.

COMMUNITY DEVELOPMENT PROCESS IN ALBERTA COLLEGES

As was stated earlier, the community development process attempts to instill in people "learning, skills, and confidence." In terms of the community college, process refers to all those efforts which create awareness of the college; which stimulate and motivate

people to become involved; which instill in people the confidence to make suggestions and confidence in their ability to make decisions.

There appears to be little process work being done in any of the colleges. While all the colleges have a department of Continuing Education, which they cited as being responsible for discovering needs, no one was able to say how this was done--other than the community taking the initiative and bringing their needs to the college. Since the colleges do not rely on inputs from the community, it follows that very little is being done as far as stimulating community interest so that citizens would wish to become involved in the college.

Some of the problems faced by institutions when they do ask for community inputs could be overcome by engaging in some aspect of process work. College (2) finds that the community feels that their ideas are not welcomed by the college. At both College (2) and College (1), it seems that the community is not willing to make commitments. College (3) finds that some people in the community are "uptight" because the college will accept students without grade twelve. It has also been found that the college is not well enough known in the community. These problems suggest that the colleges have failed to carry out any type of social animation process.

If the college wishes the community to be aware of it and to be willing to make inputs, then the following recommendations can be made:

1. The college should use some type of social animation (which is an educational-motivational process) to make the community

aware of the college.

2. The college should go out into the community and educate people as to what the college is and what it does.
3. The college should listen to community citizens and by doing so, develop in them the confidence to bring forward their views.
4. The college should be willing to learn from community members; be willing to realize that ordinary people have the ability to be involved in decision-making, and convey this attitude, by their actions, to the public.
5. The suggestions which are made in Chapter III regarding the social animation process and its application to the community college apply equally here.

THE PROGRAM ASPECT IN ALBERTA COLLEGES

If a college wishes the community to make inputs and the community is interested enough to do so, then some channels must be developed for this purpose. This is the program aspect of community development. One of the most common ways of involving citizens is through advisory committees. As defined earlier, advisory committees are groups of community citizens who work with the college staff in developing new courses and evaluating existing ones.

College (1), at the present time, has no local advisory committees; College (2) has only a few--and of these several are inactive; College (3) has one, at least, for every diploma program. Once again the problems faced by Colleges (1) and (2) of the community

not wanting to commit themselves and feeling their ideas are not wanted could be ameliorated to some extent by involving citizens in the college through, for example, advisory committees. This gives community members an opportunity to express their views and it is well established in community development¹ that people are much more willing to make concrete commitments if they can take part in decision-making.

The program aspect, of course, is not limited to advisory committees. It could include such things as co-ordinating agencies, community surveys, and any other type of involvement that is valid for a particular community. For example, College (3) has a college-community newspaper and is planing to hold public hearings.

All the colleges had conducted some sort of community survey to discover the needs and wants of the citizens. Although these surveys were undoubtedly helpful, in no case were they carried out by community members. The ideal situation occurs when a group of community citizens, with the advice and assistance of the college, devise and carry out their own survey. This almost happened at College (2) where a group of students conducted a community survey--but without the support or assistance of the college.

Agencies to co-ordinate adult education activities in any one community are being used, at least partially, by two colleges.

¹Lecture notes from a course on Community Development given by Charles Hynam at the University of Alberta, 1970-71.

It should be noted that when community members are involved in the colleges that were studied, it is purely on an advisory basis. According to the judgement of the staff, sometimes their advice is accepted, sometimes rejected. The only way citizens can take part in decision or policy making is through the public members of the Board.

An official at College (1) when speaking about the problem of involving citizens, supplied the reason why problems exist in this area:

I don't think it's reluctance on the part of the community. If people had something to do with the governance of the institution, I think they would be more interested.

Regarding the program aspect then, the following recommendations can be made:

1. If a college wishes to receive community inputs, then the college should be willing to make a commitment which would allow the community to become involved; for example, involvement of the community in making decisions that commit the resources of the college, or in helping to decide matters of policy.
2. The college should create mechanisms which allow community involvement (e.g. advisory committees).
3. These mechanisms, like other college programs, will vary with the type of community the college is serving.
4. The community should be given more responsibility than is presently the case, for discovering their needs and devising ways of meeting these needs.

5. The college should encourage the community in (4) by providing support and assistance.

CONCLUDING REMARKS

It will be noted that each of the three colleges has been discussed separately. This is because, while some of their strengths and weaknesses serve as common ground, each college is a distinct and separate entity, concerned with responding to the needs of its individual community. It is impossible to generalize from one college to another. Therefore, it cannot be assumed that because citizen participation at these particular colleges is low, that this is true for the other colleges in Alberta.

This thesis has concerned itself with citizen participation in the community college. The value of citizen participation for both the individual and the institution has been dealt with, as has the application of community development techniques to the community college in order to increase citizen participation. A survey of three Alberta colleges was undertaken to determine the present state of citizen participation in colleges. Finally, using a community development framework, suggestions were made as to how college administrators might go about increasing citizen participation in their colleges.

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APPENDICES

APPENDIX A
SAMPLE OF THE LETTER SENT TO
PROSPECTIVE RESPONDENTS



March 17, 1972

Mr. -----, President
College (1)
-----, Alberta

Dear-----:

I am presently doing research for a master's thesis in Community Development, and would like to ask for your assistance.

The subject of the thesis concerns citizen participation and the community college.

I am conducting a survey of the Alberta colleges in order to determine the extent of citizen participation and its usefulness (if any). Would you have time for a short (half hour) interview to discuss the situation at College (1)?

I am also sending a similar request to -----, the Chairman of the Board of Governors, and I would like to ask your support in requesting an interview of your Community Services or Extension Director.

If this is agreeable to you, would it be possible to arrange the interviews before the end of March?

Thank you for your co-operation.

Sincerely,

Sandra Pearce

Sandra Pearce (Mrs.)

APPENDIX B
INTERVIEW SCHEDULE

INTERVIEW SCHEDULE

- A. How do you see the role of the college as a member of (local) community? Of (larger) community? What community are you trying to serve?
1. How do you get feedback from the community? Is this formal or informal?
 2. How does the community make inputs into the college?
 3. (Follows a positive response) At what level is the community involved? Advisory? Decisions? Policy?
 4. (Follows a negative response) How do you see your role as _____ in relation to the rest of the community?
- B. How are people motivated or stimulated to want to become involved in the college--other than as consumers of courses?
1. Who has the responsibility for interesting the people?
- C. In what ways can the community be involved?
- e.g. advisory committees, community co-ordinating agencies, community surveys, others?
1. What kind of community response are you getting?

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